

LINCOLN COMMUNITY ACTION PLANNING PROGRAM SQUARE



The Lincoln Square Community Council was formed as a community response to the extraordinary changes here in recent years. Our aim is to keep the area a neighborhood in which people of all races, creeds, and economic stations may live in dignity, and not merely side by side but together. Our purposes include the development of low- and middle-cost housing, together with luxury housing and commercial enterprise. We strive for adequate social services in our changing community, and for the redesign and refurbishing of our public areas. A wide representation of residents of the area, as well as the religious, cultural and business institutions, cooperate in carrying forward these objectives. Progress has been made, but much more must be done if our aims are to be realized.

*Edward E. Klein
Chairman of the Board
Lincoln Square
Community Council*

The Program outlined in this report has both moral and governmental imperatives. It grows from the problems caused by voluntary government-sponsored actions and voluntary tax-deductible private funds. We have four main objectives:

- 1. To work for a mixed residential community with people of all incomes, races, and religions.*
- 2. To secure priorities in housing for those persons displaced by new development who wish to remain in the community, with special emphasis on the elderly.*
- 3. To promote understanding between the community's residents and the large institutions here.*
- 4. To involve City government in an active partnership toward these ends.*

*Leonard X. Farbman
Chairman, Community
Action Planning Program*

LINCOLN COMMUNITY ACTION PLANNING PROGRAM SQUARE

Co-sponsored by
Lincoln Square Community Council and New York City Department of City Planning

Consultants
Hart • Krivatsy • Stubee, Planning, Architecture, Environmental Design



INTRODUCTION

RAPID CHANGE

This is a report about the Lincoln Square area of Manhattan. A highly diverse community with residences, institutions, offices and heavy traffic, and at the edge of New York's vigorous central business district, Lincoln Square is the scene of intense real estate activity. It is in the midst of rapid change.

In 1955 Lincoln Square was primarily a residential area for families with low or moderate incomes. A few well-to-do residents lived along Central Park West. Since 1955, however, thousands of families have been displaced. In their place is an expanding complex of local and national institutions, and around them new or renovated luxury apartments where an increasing proportion of Lincoln Square residents live.

The decision to start the change in Lincoln Square was a public one. Following the recommendations of the Mayor's Committee on Slum Clearance in 1956, City officials initiated the Lincoln Square Urban Renewal Project. Covering about 45 acres and ultimately costing \$280 million, it resulted in Lincoln Center for the Performing Arts and new apartments in Lincoln Towers. For several years it was the largest city-building effort in New York.

The dramatic public initiative and investment brought a dramatic response from private investors. Over 2200 additional new apartments have already been built around the urban renewal project. In total, almost 30% of the land in Lincoln Square has been redeveloped by public or private enterprises. About \$436 million in construction has taken place in Lincoln Square; another \$300 million is scheduled or planned. These changes are shown on the map on the next page.

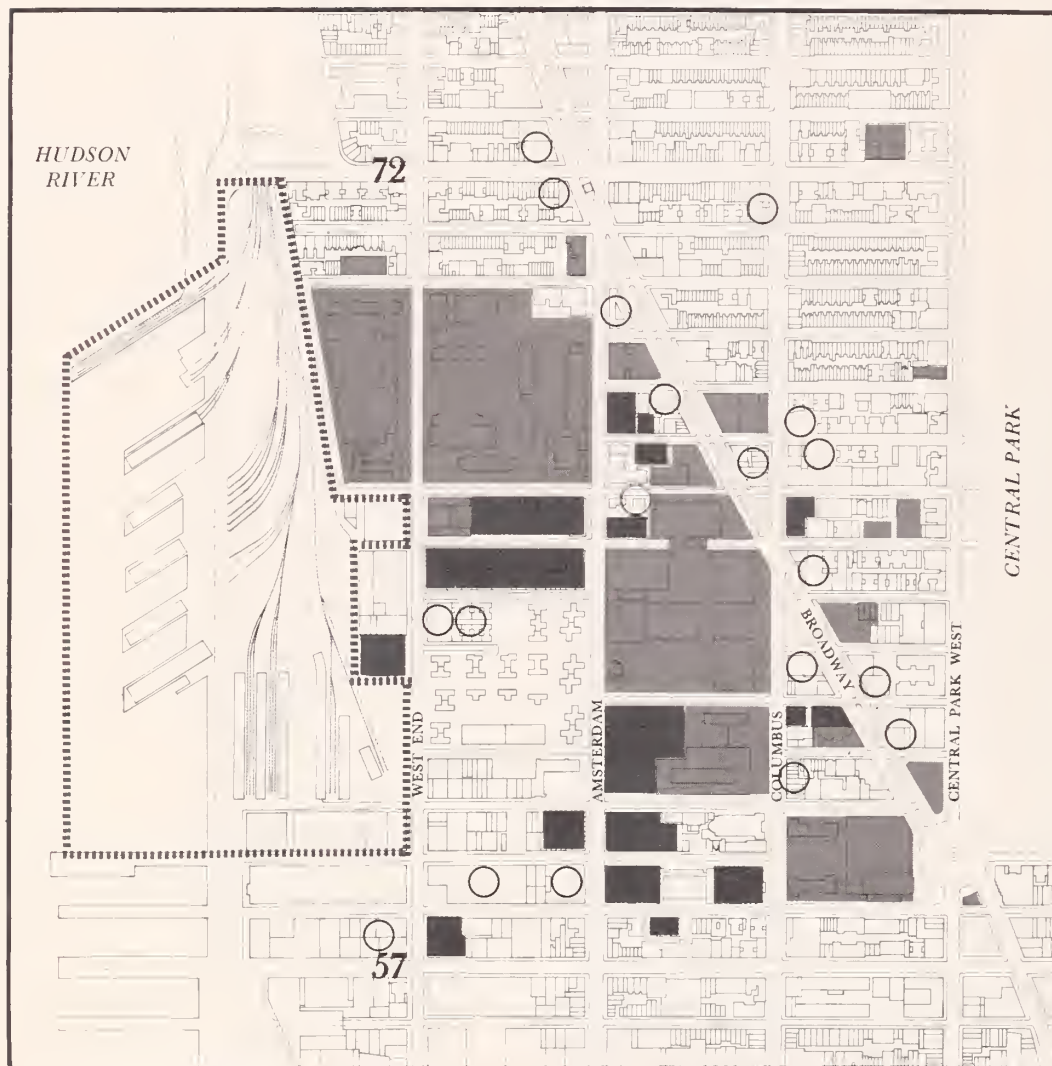
The redevelopment of Lincoln Square has had substantial economic benefits for the City. The area is now a prestigious place to live and work, and land values have gone up accordingly. Assessed values of all property there have increased 72% in the fifteen years since 1955, an average of \$340,000 per acre. While many areas of the City were consuming tax dollars, tax yields from local property in Lincoln Square have risen 142%, an average increase of about \$25,000 per acre.

The positive economic benefits for the City, however, are being accompanied by negative social and physical consequences within the Lincoln Square community. The physical effects are readily apparent: large buildings, unrelated to this locale, have been built without regard to each other or to local needs; neighborhoods have been physically divided and socially stratified; community shops and meeting places have disappeared; much more traffic has been generated to congest the streets.

The human and personal consequences are not so apparent but they have been more profound: thousands of residents with low and moderate incomes displaced by rising land values, market pressures, continuing renovations and demolition. The chief victims are those least able to cope with the change. The elderly people living in hotels and rooming houses are hardest hit. For many the continuing redevelopment of Lincoln Square is a personal disaster.

MAJOR BUILDING INVESTMENTS

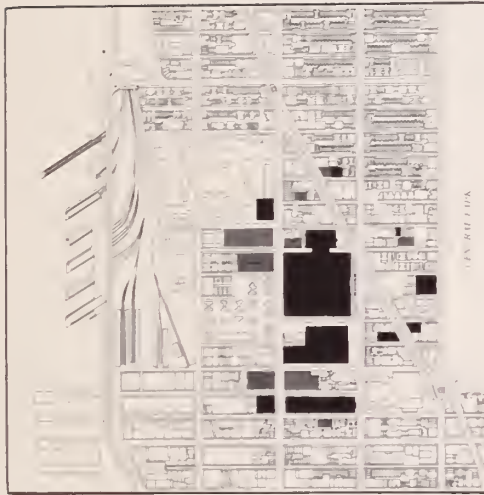
RECENT (Since 1956)	<i>estimates in millions</i>
American Red Cross Building	\$ 5.50
Bible Society Building	5.24
Coliseum, Office Tower, and Apartments	37.31
Dorchester Towers Apartments	9.50
80 Central Park West Apartments	2.25
1855 Broadway Office Building	3.00
Empire Mutual Office Building	6.00
Fire House	.46
Fordham Law School	3.30
Gallery of Modern Art	8.00
Gulf & Western Office Building	16.10
Jewish Guild for the Blind	6.00
Lincoln Center	175.00
Juilliard School of Music	22.00
Lincoln House Apartments	6.00
Lincoln Plaza Apartments	20.00
Lincoln Square Motor Inn	5.00
Lincoln Square Synagogue	1.35
Lincoln Terrace Apartments	4.00
Lincoln Towers Apartments	83.50
1980 Broadway Office Building	2.20
Presidential Towers Apartments	2.00
Riverside Branch Library	.51
Sherman Towers Apartments	12.00
TOTAL	\$436.22
PLANNED OR SCHEDULED	
Fordham University Expansion	\$ 15.00
John Jay College of Criminal Justice	40.00
Lincoln-Amsterdam Urban Renewal	34.11
Lincoln Park Towers Apartments	10.00
Martin Luther King High School	25.50
Music and Arts High School	24.50
Roosevelt Hospital Expansion	170.00
	\$319.11



DEVELOPMENT: RECENT, SCHEDULED AND PROSPECTIVE

Lincoln Square has been changing rapidly. Since 1956, when the Urban Renewal Project was begun, almost 30% of the land there has been redeveloped and over \$400 million has been invested in construction; about 20,000 residents have been displaced. This map indicates the areas which have been redeveloped and those subject to redevelopment if plans are carried out and current trends continue. Most of the new development is comprised of institutions and luxury apartment houses.

The Community Action Planning Program seeks to balance the new luxury development with housing and services for low and moderate income people, particularly the elderly, and seeks to guide the physical changes toward a more workable, humane urban environment.



INSTITUTIONS

The complex of important regional and national institutions continues to be built in the center of Lincoln Square including Lincoln Center, Fordham University and Roosevelt Hospital. Others have been attracted to their environs; for example LaGuardia High School of Music and Arts, Martin Luther King High School, the Hebrew School for Music and Dance, John Jay College.

Most of these must serve large populations. One objective of this program is to encourage a better relationship between the surrounding local community and these institutions which must perform essentially non-local functions, but which can also provide more service to Lincoln Square.

- existing institutions
- scheduled expansions or new institutions

THE COMMUNITY REACTION

Faced with rapid, unguided change brought on and sustained by external forces, the Lincoln Square Community Council responded with a program of community action. The Council sought to maintain a diverse residential, community—to balance the new luxury development with housing and services for low and moderate income residents—and to stop the displacement of residents who want to remain in their neighborhood.

The Department of City Planning was also active in the area, seeking to guide the inevitable development through zoning and coordination of the new building projects, and to bring about a more workable physical pattern and superior urban design.

In 1968 the Council and the City entered into a unique agreement to work together, to build on the work each had done, and to interlock their social and physical goals into a complementary program of realistic, feasible actions. They retained Hart-Krivatsy-Stubee as planning consultants and jointly undertook the Lincoln Square Community Action Planning Program.

The Program had two basic steps.

The first step was to seek out all of the proposed or pending developments in Lincoln Square, to uncover the full scope of imminent change. The findings were staggering. Found to be in various stages of planning were two new public high schools; large-scale additions to the major institutions and many changes in the smaller ones; an airstrip for STOLcraft; two municipal parking garages; the doubling of the Coliseum's size; several large apartment buildings. In addition, at least ten sites appeared likely to be developed soon.

The second step was to work out a coordinated action program that would build on the opportunities offered by those changes and deal with the problems they were creating. Because of the magnitude of the changes, every possible resource available to a community group and a City agency was painstakingly analyzed.

The speed of the changes meant planning and action had to go hand-in-hand. Because resources were limited there were many frustrations as well as successes.

Now, as 1970 ends, the community-City partnership has reached a turning point. The purpose of this report is to summarize the status of the Program and to provide a foundation for the next steps that the partnership must take.

THE RECORD OF ACTION

The work of the past two years demonstrates clearly that a determined community in partnership with the City can guide its own transformation, even in one of the most dynamic parts of Manhattan.

Two years ago there was less certainty. Many people thought the task was hopeless, that rising land values and real estate pressures made the Council's social objectives unrealistic, and the City's development ideas impossible. Others felt that public intervention was not needed, that Lincoln Square was "renewing itself with private money," and that was benefit enough.

The Council and City rejected both of those arguments and they now have a solid record of achievements to back up their convictions. Despite the difficulties, commitments have been made and action has been taken to confront the changes in Lincoln Square, to guide some and reverse others. These things have been accomplished:

1. Two large apartment buildings for elderly residents will be provided by the NYC Housing Authority; an existing hotel, the Bradford, will be acquired and renovated—the first such project in NYC,—and a new building will be constructed on 67th Street at Amsterdam Avenue.

2. An amendment to the zoning ordinance—the Lincoln Square Special District—has been passed, and put into effect, to encourage private development to respect important overall urban design principles and to provide public pedestrian amenities such as arcades and bridges.

3. The sections of the community characterized by sidestreet brownstone houses have been rezoned to protect them from encroachment by high-rise luxury or business buildings.

4. The former Phipps Houses have been retained for their residents, at least for a time, despite several threats of demolition.

5. The unworkable locations of two municipal parking garages were successfully changed; a better site has been found for one and an apartment building for the elderly will be built over it.

6. Other programs, started before the Council-City partnership, are continuing: the Lincoln Square Community Council cooperative apartments; the Strollway along Broadway; the Amsterdam Houses extension.

7. The Council successfully opposed two projects that fit neither its own nor the City's objectives. The first was an application before the Board of Standards and Appeals to construct, in a brownstone area, an apartment building larger than the zoning allowed. The second was a proposed facility for STOL aircraft; working with an ad hoc group, (Committee Against the West Side STOLport), the Council helped analyze the problems of this waterfront project, which was later abandoned.

There have also been reverses. The Council and the Department of City Planning jointly opposed an application before the Board of Standards and Appeals which sought increased building bulk—higher than that allowed by existing or Special District zoning—for the Lincoln Plaza project at 63rd street and Broadway. The Board ruled in favor of the builder and several subsequent court actions also failed to reduce the bulk. Except for its size, however, the building will conform to the Special Zoning, with an arcade along Broadway, a plaza, and small shops.

Meanwhile the real estate pressures persist and the rebuilding of Lincoln Square continues. Much work remains to be done. The following sections of the report describes this work.

- First is a summary of the total Community Action Planning Program as it is today.
- Second is a description in more detail of the findings and programs for housing, community services, transportation and parking, and pedestrian spaces.
- Third is an outline of the steps needed to assure a continued record of successful action.

ACHIEVEMENTS

Four non-luxury housing developments are now scheduled for Lincoln Square, two as a result of this Program. One of these is the Bradford Hotel, which the New York City Housing Authority will purchase and renovate for elderly residents; the other is a combination project of elderly housing and a municipal parking garage. The areas characterized by side-street brownstone houses have been re-zoned to protect them from intrusion by large buildings; the Lincoln Square Special District is in force. The threat of demolition of the former Phipps Houses has been temporarily averted. Two unworkable sites for parking garages and a large incompatible facility for STOL aircraft were successfully opposed. Two applications for buildings exceeding zoning limitations were challenged, and one was defeated.

- Special District
- down-zoned brownstones
- scheduled housing for elderly
- Phipps Houses
- contested zoning
- contested parking garages
- /// contested STOLport
- previously planned housing
- Strollway proposal

HUDSON RIVER



THE RECORD OF ACTION



THE COMMUNITY ACTION PLANNING PROGRAM: SUMMARY

The community Action Planning Program is an effort to shape the rebuilding of Lincoln Square. It is concerned with the impact that rapid change and redevelopment are having on the people who live there and on the ways they live. The objective is to maintain diversity by balancing the present luxury development with housing and services for lower income residents and to stop the displacement of those who want or need to stay in the community.

The Action Planning Program is also concerned with how Lincoln Square functions as a complex, highly diverse part of New York. It is an effort to coordinate otherwise haphazard changes so that the sum total of continuing redevelopment will be a workable and humane urban neighborhood.

The substance of the Program is the combination of interrelated projects and programs outlined below. It is ambitious but it is feasible.

PLACES TO LIVE

A major effort is needed to protect the low and moderate-income residents and especially the elderly. The action program is a combination of immediate steps and long term vigilance for new opportunities:

- Leasing or acquisition and conversion of *hotels* for occupancy by low income elderly persons. The first such project, the Bradford Hotel purchase, has been authorized by the Board of Estimate.
- Retention of *Phipps Houses* for their present tenants.
- Continued efforts to include housing for low and moderate income families in *combination projects*, that is, as parts of other public, private, or institutional buildings. One such project for elderly housing above a municipal parking garage is already underway.
- Rezoning to prevent demolition of *brownstone houses*. As noted, this has been accomplished.
- *Continuing evaluation*, as potential non-luxury housing sites, of all public land holdings, underdeveloped land, and any air-rights development over the Penn Central Railroad yards.

COMMUNITY SERVICES

The residents of Lincoln Square are generally well served by community facilities, except for the elderly. Their needs:

- a home health care program
- new *Homes for Adults*
- a day center, with inexpensive hot meals

In addition, the playground at Amsterdam Houses needs to be imaginatively renovated.

NON-LUXURY HOUSING: OBJECTIVES FOR 1973

A. FOR THE ELDERLY

Hotels: Acquire and Convert 1000 Units

Candidates	
Bradford	225 units
Alamac	500 units
Hargrave	175 units
Watton	120 units
Kimberly	350 units
Riverside Plaza	250 units

Hotels: Lease 600 Rooms

Candidates	
Henry Hudson	
Embassy	
Chalfonte	
Others outside Lincoln Square	

New Construction

Combination Garage Project ..	225 units
Amsterdam Houses extension ..	35 units
Total new	260 units

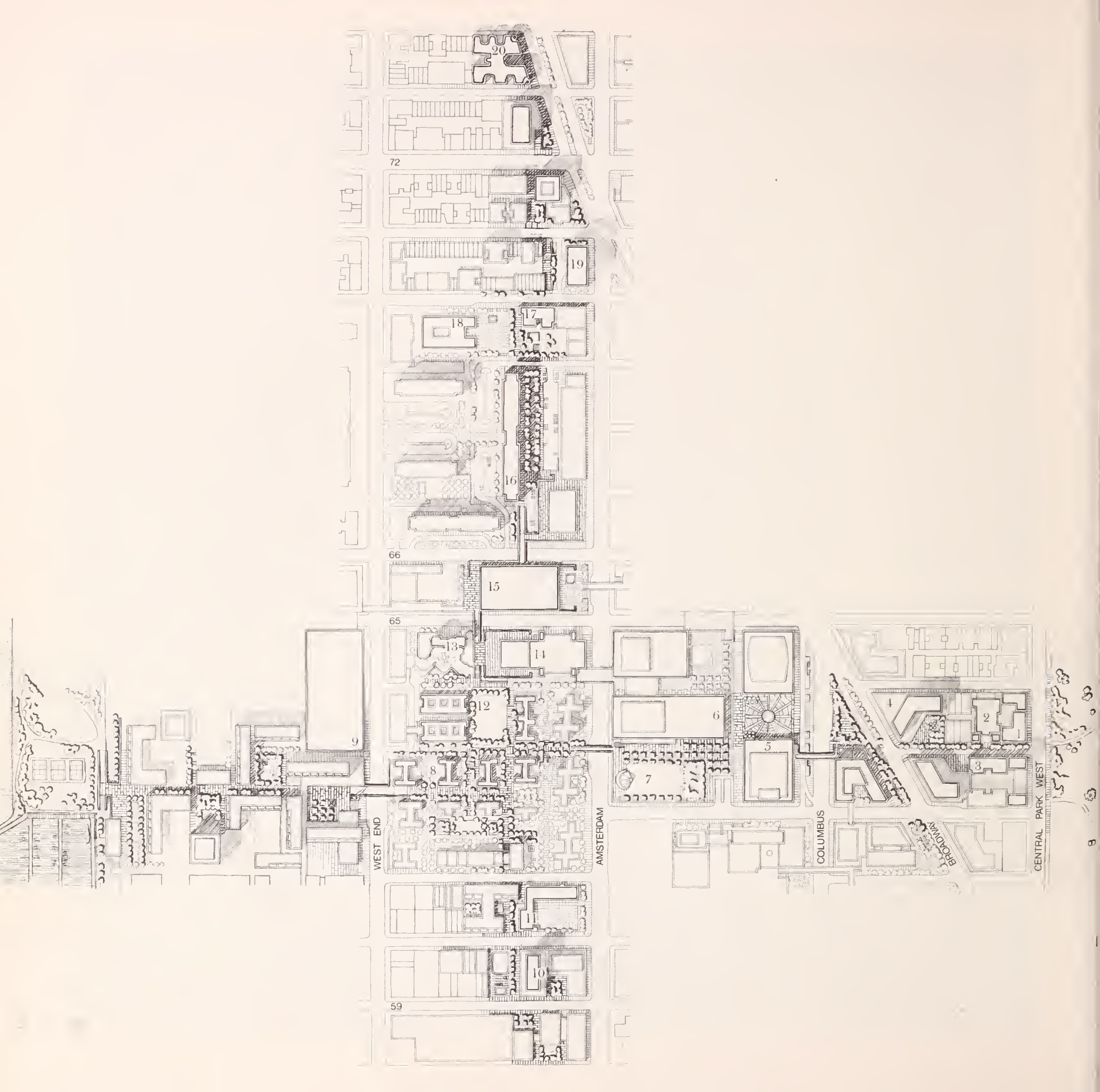
B. FOR LOW AND MODERATE INCOME FAMILIES

Preservation

Phipps Houses	346 units
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New Construction

Amsterdam Houses extension ..	138 units
Lincoln Square Co Op	187 units
Combination Garage Project ..	35 units
Other combination projects ...	200 units
Total new	560 units



SPACES FOR WALKING

There are rare opportunities in Lincoln Square to create for pedestrians an extensive and attractive network of walkways, plazas, parks and footbridges. Two paths with great potential are illustrated here: an east-west one which could extend from Central Park to the Hudson Riverfront, linking Lincoln Center, Amsterdam Houses and the future development of the railyard air-rights; and a north-south one, providing a traffic-free "school-way" between the community's two elementary schools, which are paired, and connecting two residential areas with many children.

The major buildings, existing and scheduled for construction, which would define the paths and spaces are, from right to left:

1. *Ethical Culture Society*
2. *Westside YMCA*
3. *The Century Apartments*
4. *Lincoln Plaza Apartments*
5. *Lincoln Center's New York State Theatre*
6. *The Metropolitan Opera*
7. *Damrosch Park*
8. *Amsterdam Houses*
9. *The New York Times plant*

From bottom to top:

10. *Roosevelt Hospital housing**
11. *P.S. 191*
12. *Former Phipps Houses*
13. *Amsterdam Houses extension**
14. *LaGuardia High School of Music and Arts**
15. *Martin Luther King High School**
16. *Lincoln Towers*
17. *The Bradford Hotel*
18. *P.S. 199*
19. *Sherman Towers Apartments*
20. *The Ansonia Hotel*

* indicates planned construction

TRANSIT, TRAFFIC AND PARKING

Lincoln Square is a corridor to the Manhattan Central Business District and real solutions to traffic problems would be extremely costly or require regional controls. Nevertheless significant improvements appear feasible:

- Reversal of flow in sections of Central Park West and Broadway.
- Three new "interceptor" garages at approaches to Lincoln Square. One such garage is now scheduled.

Improvements in transit service also appear feasible:

- Use of existing capacity on the IRT subway
- Express subway service to Lincoln Center for peak-load periods.
- More frequent bus service and route adjustments.

SPACES FOR WALKING

Because of the heavy continuous flow of through-traffic the rapidly growing numbers of pedestrians require a special system separated from automobiles. A network is recommended that provides such a system including open spaces for the elderly, safe "schoolways" for students and the relocation of subway entrances.

The action needed:

- incorporate the elements of the overall system in each new building project, public and private.
- map pedestrian easements over the Penn Central railyards.

NEXT STEPS

The next steps are as important as the past steps. If the objectives are to be fully achieved:

- The City should continue the partnership with the Council;
- The Council should consider (a) retaining an executive director to follow through on the programs and projects; (b) a periodic publication; and (c) broader representation.



PLACES TO LIVE

THE SITUATION

In brief, the main problem is the steady displacement of Lincoln Square's residents of little or modest means. The consequence is agony for its elderly people and social stratification of the community in general.

About 20,000 people have been displaced from Lincoln Square since the urban renewal project was set in motion 15 years ago. Displacement of 4000 to 5000 more residents seems likely in the foreseeable future if these development trends continue. Indeed, the strong market for luxury housing in the prestigious environs of Lincoln Center and the private redevelopment process will eventually displace all residents of modest means unless the process is selectively controlled.

Both the number of people and the socioeconomic "mix" have changed considerably. The groups now most severely threatened by the trends are:

The elderly, who number about 18,000, or 30% of the community's population; half of this group is very poor, living on fixed incomes in hotels and rooming houses that are prime candidates for demolition or renovation. Work by Project FIND, the agency which helps elderly on the West Side, indicates that an extremely high proportion of these people's income—often 75%—is spent on rent.

The 500 residents of Phipps Houses, who constitute a tight-knit neighborhood, paying rents which they can afford and without public subsidy. The buildings—which do not meet modern standards of convenience and privacy, but which are exceptionally clean and satisfactory for the tenants—have been purchased by the owners of adjacent commercial property. They have been threatened by demolition for the past two years.

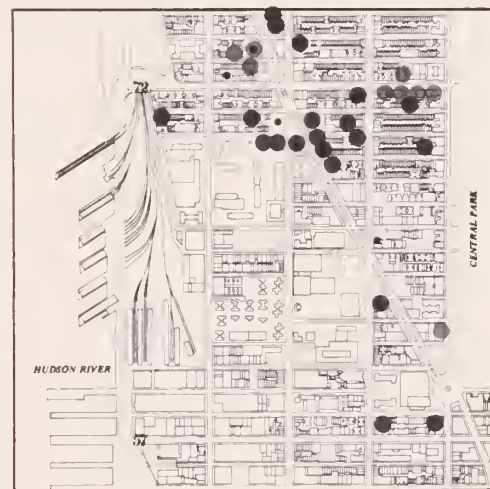
The low-income families living along Columbus Avenue between 65th and 72nd streets, who are subject to displacement from the renovations of tenements and brownstones.

RECOMMENDATIONS

Several varied actions are needed to protect Lincoln Square's residents most in need. They add up to an ambitious program.

Hotels are a special resource. Over 30 of them are in the area, most of them old. Some hotels are highly subject to redevelopment and many are likely to be converted eventually into luxury apartments. Two types of government actions, leasing and acquisition, could be taken to utilize some of these to help meet the needs of the elderly population.

Hotel Leasing. Individual rooms or blocks of rooms should be leased by the NYC Housing Authority for occupancy by low-income elderly persons. Federal funds are available for this program, but the limitations on rents per room are unrealistic for New York City. Government officials at all levels have not been encouraging.



RESIDENTIAL HOTELS (above)

Public actions should protect selected hotels and make them good places for the elderly to live.

- High-rent hotels
- Moderate and Low-rent hotels
- Denotes past and probable future renovations or demolitions

But the Council should nevertheless continually seek these opportunities and press for an active leasing program.

Hotel Acquisition and Conversion. Several hotels should be acquired outright by the Housing Authority and renovated for elderly occupancy. The approved purchase of the Bradford is a major step forward. This report recommends others. The cost will be high, but considerably less than new construction. And certain federal and city standards will have to be relaxed.

Some specific opportunities to retain low-income units and add more to the supply include the following:

Retention of Phipps Houses. These buildings, containing 346 units, should be preserved for their present tenants. The City and the Council should continue to seek a lasting arrangement with the owners toward this end.

New Multi-Use Buildings. Opportunities should be explored to combine low-cost housing with more economic uses as a device to overcome high land values. One such project is underway, between 67th and 68th streets on Amsterdam Avenue. It will be a tower of 250 units for the elderly above a municipal parking garage.

Institutions with Housing. The several private institutions which have plans for expansion or for new buildings should be formally petitioned by the Council to include moderate-cost housing as part of their programs. Several institutions have already been approached; these contacts should be maintained and others developed.

Longer range possibilities include the following:

Land in Public-ownership. Several publicly-owned sites in Lincoln Square which are subject to redevelopment should be evaluated by the Council and appropriate City agencies for priority reuse as moderate-income housing sites.

The Railroad Air-Rights. In the long-range future redevelopment of air-rights over the Penn Central Railroad yard should include many units of housing for the elderly, and for low-income and moderate-income families. A study underway for the City should reflect this community need.

Several other possibilities should be explored, including the potential for moderate cost housing on sites in the southwest and northwest areas of the community. Land costs may make this difficult but the Council should be alert should an opportunity arise.

Another action recommended in the early months of this program was re-zoning of several blocks of brownstone houses to prevent their replacement by larger structures. This zoning change, from R-8 to R7-2, was passed by City agencies in 1969.

NON-LUXURY HOUSING OBJECTIVES AND OPPORTUNITIES (right)

Virtually all of the new housing being built in Lincoln Square is for very affluent people. To balance these trends and to maintain social, economic and ethnic diversity, this Program proposes public actions (1) both to acquire and to lease hotels for low-rent elderly housing, (2) to encourage the construction of non-luxury apartments as parts of institutions or other non-residential projects, (3) protect existing housing stock of good quality, especially the former Phipps Houses, (4) to reserve publicly-owned sites and other less expensive sites for future low-rent housing, and (5) to include many units for low and moderate-income families and for the elderly in any air-rights development over the railyards. These actions will be difficult, but they are feasible.

Hotels

● candidates for acquisition and conversion

● candidates for leasing

Other non-luxury

◆ prospective combination projects

□ former Phipps Houses

● possible sites

○ denotes action already taken

◆ denotes projects scheduled before this Program began

— Penn Central railyard and Hudson Riverfront

— Lincoln Square Special District

HUDSON RIVER

72

CENTRAL PARK

66

65

57

WEST END

AMSTERDAM

COLUMBUS

EIGHTH

BROADWAY

*Old friends
Old friends
Sat on their park bench
Like bookends.*

*Old friends,
Winter companions,
The old men
Lost in their overcoats
Waiting for the sunset.
The sounds of the city,
Sifting through trees,
Settle like dust
On the shoulders
Of the old friends*

*Can you imagine us
Years from today?
Sharing a park bench quietly?
How terribly strange
To be seventy.*

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permission of the publisher*



COMMUNITY SERVICES

THE SITUATION

The residents of Lincoln Square are generally well-served by community facilities: the two public elementary schools are relatively new and under-utilized; Roosevelt Hospital's several services will be augmented with an additional facility to significantly increase out-patient services; a third library was opened in 1969; two full-time neighborhood centers provide tutoring and recreation for children and youth in the area; thirteen churches and synagogues are in the community; the West Side YMCA has a full range of facilities; large parks are available in the immediate vicinity; the great cultural opportunities of Lincoln Center and Fordham University are convenient.

NEEDS

But one group in the Lincoln Square community has needs which are largely unmet—the elderly. Many destitute older persons live alone and are unemployed, have few places to go, insufficient recreation, and virtually no chance for work. These people need places where they can find pastimes and useful activities, meet friends, and get inexpensive meals and medical services. Additional counseling and aid services are needed to help individuals obtain welfare assistance, and virtually all persons of this group need to be registered for Medicaid. More comfortable and useable outdoor spaces are needed and steps should be taken to improve some parks and open areas in the active, lively parts of the community.

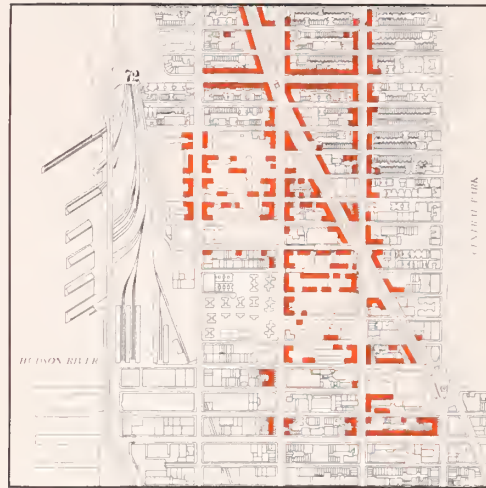
Clearly advantageous would be a comprehensive multi-service center for the elderly in Lincoln Square. This is a critical need in other parts of the city, many with higher priorities. If it is feasible in Lincoln Square, we support it. But we suggest some other services might be more realistic there now. These include:

Home Health Care. A program of visits to the homes of Lincoln Square's elderly by medical personnel and/or by aides might be considered by pertinent City agencies and by Roosevelt Hospital.

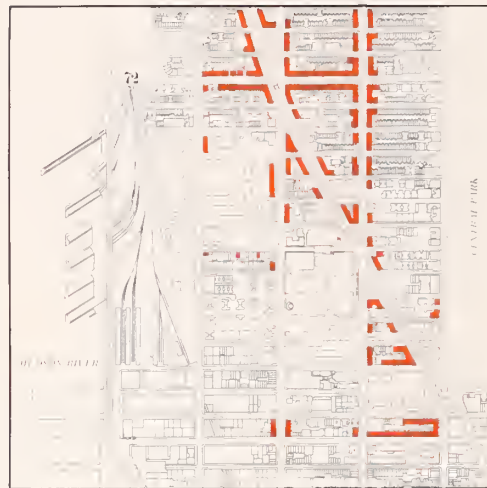
Homes for Adults. These alternatives to nursing homes (private but supervised by the State) provide elderly persons with individual rooms, all needs, and attendants to assist them. Two hotels on the West Side were recently converted to Homes for Adults.

Day Center. This facility would provide at least one inexpensive hot meal daily, a place to meet and relax, and programs for constructive pastimes.

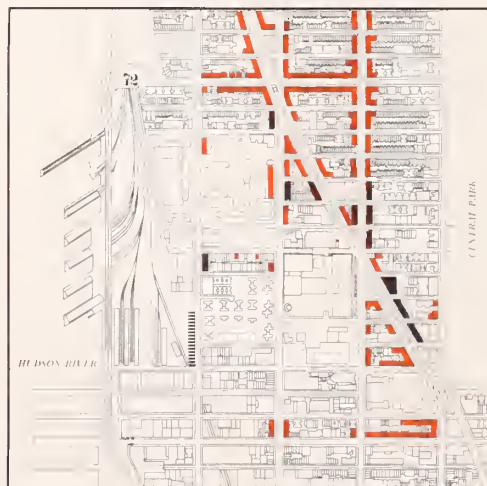
Another need is for recreation facilities aimed at teenagers, particularly those from Amsterdam Houses. The playground located there could be made attractive to this group. A committee of residents and the Council have proposed renovation of the playground, which is almost one acre in size, for active games. The equipment for small children would be relocated into several tot-lots around the project—where children could play closer to their building—and the sitting benches would be moved. The playground's surface could be designed for intensive summer use and to support ice for winter games. Its layout would anticipate the eventual closing of 64th Street.



Retail Facilities: former



present



suggested future

SHOPPING NEEDS

Before the Urban Renewal Project, Lincoln Square was characterized by many small retail establishments in the ground floors of residential buildings. The map at top left diagrammatically indicates the widespread distribution of these local stores throughout the community.

The availability and convenience of these shops to the residents then is in clear contrast to the situation now. The map at middle left shows the pattern in 1969. A significant reduction in the overall number of stores has occurred. Over 350 stores (about 380,000 square feet of retail space) were displaced from the renewal areas; thus, in several places there are now retail "gaps". The south and the southwest areas are virtually devoid of shopping facilities and, except for the areas near 72nd Street and Broadway, the community generally lacks an adequate range and quality of convenience goods and services. There are, for example, too few apparel stores, especially for children; grocery and food stores are typically very crowded and their locations require long walks for many residents to reach them. In most of the community it is difficult to buy even a newspaper or other simple items which a person purchases on impulse.

Ground floor retail space in 1969 totaled about 840,000 square feet in 540 establishments. Much of this is concentrated on 72nd Street, a retail district that serves a larger area than Lincoln Square. Studies of sites likely to be developed suggest that 35,000 square feet of retail uses will be displaced and about 110,000 square feet seem likely to be displaced soon.

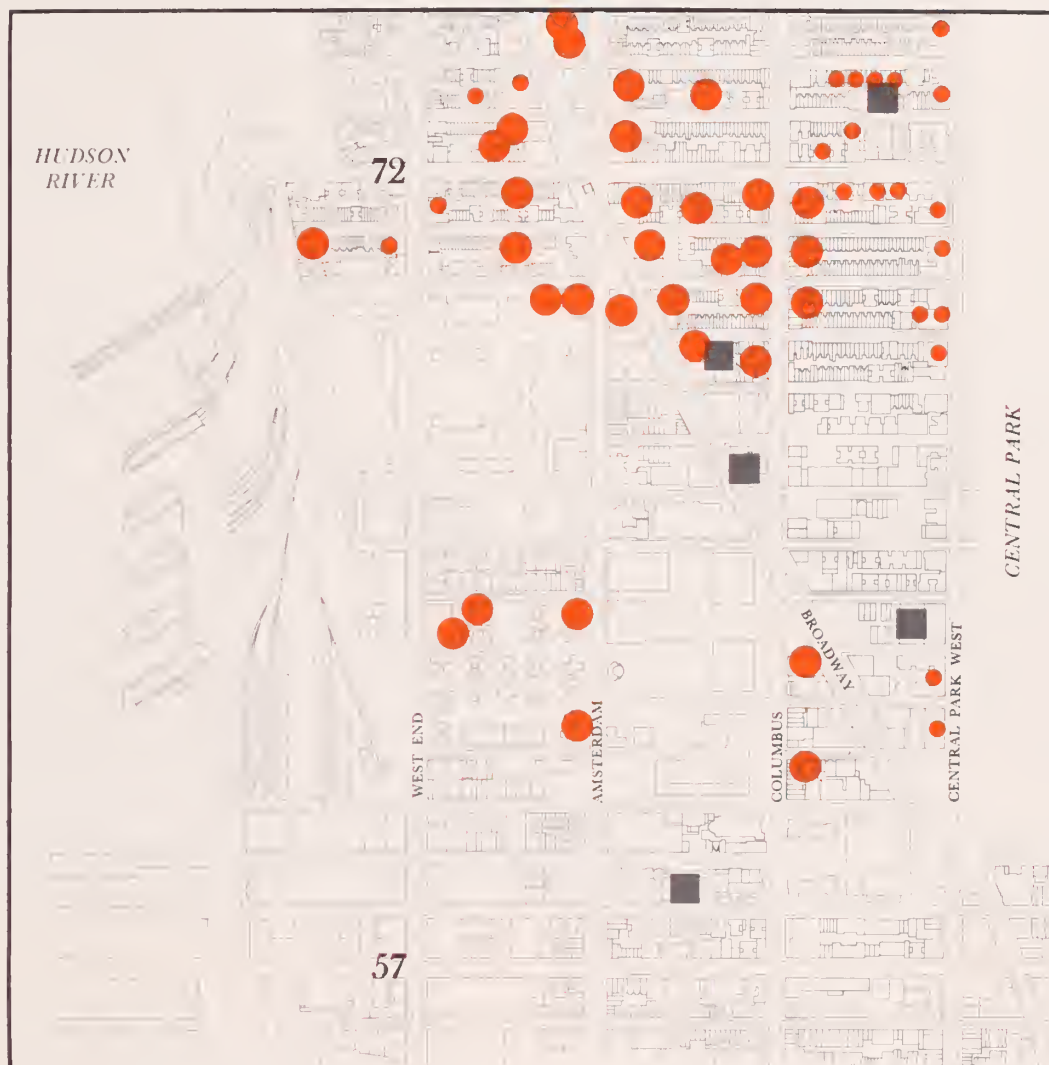
Increases in daytime and resident population could increase retailing substantially. The location and the types of these new shops and services will be very important. The map, bottom left,

indicates suggestions for future locations. Food, apparel and other shops to meet the basic needs of residents are high in priority. It is especially important to encourage them to locate in the southern part of the community. Branch banks, show-rooms, boutiques and others which will be attracted to the vicinity of Lincoln Center are accommodated in the Special District zoning regulations.

THE ELDERLY: PLACES OF RESIDENCE AND SERVICES

Most of Lincoln Square's elderly residents live in the northern part of the community. The large dots indicate places which house many elderly who are poor and needy now; the small dots indicate the living places of elderly who are not now needy but who may be subsisting on declining savings or modest fixed incomes.

Broadway and 73rd Street is a good vicinity for older people to live—nearby shopping, public transportation, parks and old friends are there. But the few special services for the elderly (locations shown by the colored squares) are not within a convenient walk for the majority, and therefore are not readily available.



THE ELDERLY: PLACES OF RESIDENCE AND SERVICES

TRANSIT, TRAFFIC AND PARKING

THE SITUATION

Lincoln Square is an essential traffic corridor leading to the Manhattan Central Business District, the economic heart of the entire metropolitan region. Its five avenues are major arteries carrying 112,000 vehicles daily; this north-south flow is continual, without sharp peaks. Crosstown traffic is heaviest on two one-way streets, 65th and 66th.

Broadway's diagonal path creates three major points of traffic congestion: Columbus Circle, 65th-66th Streets at Columbus Avenue, and 72nd Street at Amsterdam Avenue. The entrances to subway stations at these same points add to the congestion.

Congestion will probably get worse in Lincoln Square. Through-traffic will increase as the Midtown business district expands westward and as development in Lincoln Square proceeds. More people will be walking on the streets—students, residents, visitors, employees—and using the subways and buses.

RECOMMENDATIONS

Real solutions to Lincoln Square's traffic problems probably lie only in costly construction, radical regulations or transportation controls of City-wide and regional import. But several significant improvements appear feasible.

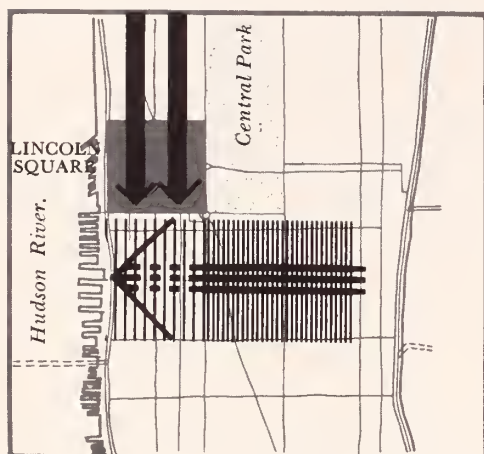
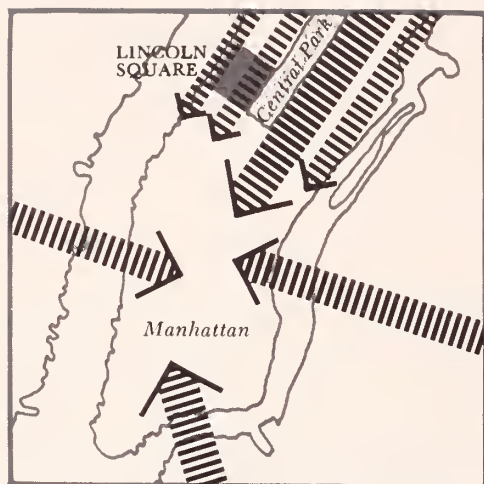
Relocation of all subway entrances. All three of the subway entrances, which are in the middle of Broadway surrounded by traffic, should be relocated into eventual new private development, at little cost to the City. Two of the stations are in the Special District—developers who provided new entrances to them would be awarded bonuses in floor space. Relocation of the third, at the 72nd street kiosk, should be made mandatory of any new development in that vicinity.

Reversal of sections of Central Park West and Broadway. The section of Broadway from Columbus Circle to 65th Street should be changed from two-way to one-way northbound; in the same section of Central Park West, the flow should be reversed to one-way south-bound.

Parking. Three "interceptor" garages—located to intercept traffic before it reaches the most congested central part of Lincoln Square—could efficiently accommodate commercial parking needs. The appropriate sites are within the Special District. These garages should be of modest size and designed as inconspicuous parts of other structures, or placed completely below ground.

Long term parking for residents is exceptionally expensive and not in great demand in Lincoln Square, due perhaps to good bus and subway service and short walking distances to jobs, shops and recreation. We suggest that the zoning ordinance's requirements for parking spaces in new apartments there be reduced.

Increased Subway Capacity. Capacities of both the local and express services on the IRT can be increased by adding cars to presently scheduled trains; the



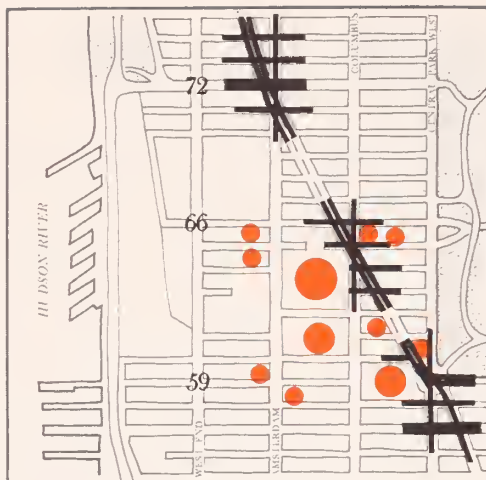
Lincoln Square is in one of the traffic corridors leading to the business heart of the metropolitan region. (Above) Over 100,000 vehicles pass through the community daily mostly traveling north and south on its five avenues. This traffic, which must be accommodated, may increase as Midtown Manhattan's development moves toward the Hudson River. (Below)



subway platforms have already been extended for this purpose. This would alleviate some of the crowded conditions.

Express Subway Service to Lincoln Center. The increase in Lincoln Center patronage might justify provision of a special service to handle those sharp peak loads in the evenings. This could probably be done by using existing track switchovers; local service would not be disrupted, and station reconstruction would not be required.

Bus Service. The growing resident and daytime populations in Lincoln Square suggest a re-evaluation of bus service there. An increase in the crosstown service would help to handle Lincoln Center patrons in the evening hours.



CARS VERSUS PEOPLE

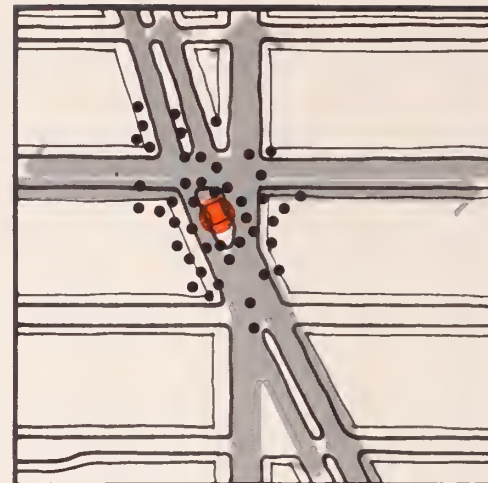
The three places where Broadway crosses an avenue (above) are the major points of traffic conflict and pedestrian hazard in the community. A subway entrance is located at each place, and heavily traveled cross-town streets are intersected at each. Activities which generate large numbers of pedestrians, indicated by the orange dots, are clustered around two of these tangles. Special efforts are needed to improve circulation patterns and safety at all three places.

To dramatize the tangle of people and vehicles at these points, the diagrams at right indicate the approximate number of persons entering and leaving the subway stations each day and the daily traffic volumes on the streets around the stations. (One black dot represents 500 subway riders and the width of the gray lines represents comparative traffic volumes; orange circles are subway entrances.) Vehicles, subway riders and other pedestrians will probably increase further.

At far right are diagrams suggesting a) relocation of several subway entrances, particularly those in Broadway's "malls" and b) provision of more walking area by closing portions of streets, widening sidewalks, and a through-block walkway. Major private development is expected around each place in a few years on the sites indicated in gray.

72ND STREET AT BROADWAY (top)

Each day 23,000 persons use this subway kiosk, which is located among three heavy streams of traffic totalling 52,000 vehicles per day. Removal of the kiosk and new entrances are needed; these would best be located inside the building line, not in the sidewalk where the results would be narrow stairways and disruptions to pedestrian movements. Locations for new entrances are suggested (top, far right) in sites subject to redevelopment. Possibilities for more pedestrian areas include the 73rd Street section which can be closed when the kiosk is removed, and a through-block way between 70 and 71st Streets.



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65TH - 66TH STREETS, BROADWAY - COLUMBUS AVE.

About 13,000 persons enter and leave the subway and 54,000 vehicles in 5 streams converge here each day. Lincoln Center's patrons are indicated here in addition to subway riders; each orange square represents 500 seats, or 1000 potential pedestrian trips.

The subway entrance in Dante Square should be closed and others built on sites where private development is an eventuality (far right). The Special District may award bonuses to developers who include subway passageways in their projects. A section of 63rd Street should be included in a proposed "strollway," discussed below.

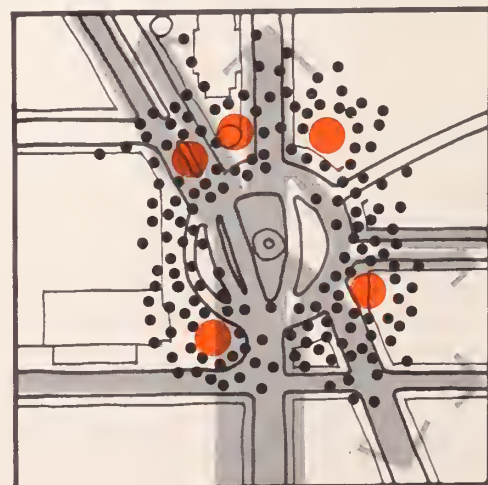


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COLUMBUS CIRCLE (bottom)

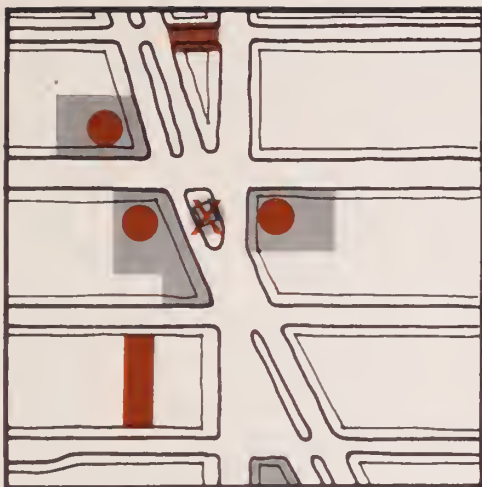
This is a hub of six subway tracks on two lines and seven streams of automobile traffic. About 87,000 subway riders and 70,000 vehicles are mixed in great confusion here each day.

One improvement is the new subway entrance in the Gulf and Western Building's plaza; one old entrance has been closed. The entrance in the Broadway "mall" should be rebuilt in the "Strollway,"—a wider and well-landscaped sidewalk between the Coliseum and Lincoln Center—proposed by the Delacorte Foundation.



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CHANGES IN TRAFFIC FLOW (right)
Possibilities for improving north-south movements are to a) make Broadway, south of 65th Street, one-way north to serve as an extension of 8th Avenue and b) make Central Park West, south of 65th Street, one-way south to serve as an extension of Broadway. This would better accommodate the heavy movements through Columbus Circle and eliminate one stream of traffic from the Circle. It would channel more south-bound traffic onto Columbus Avenue, which has some additional capacity.

PARKING (right)

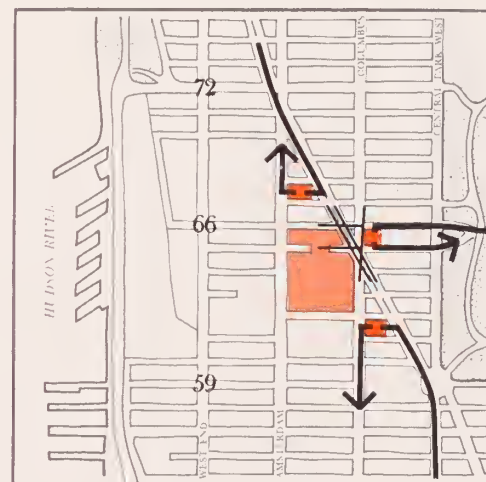
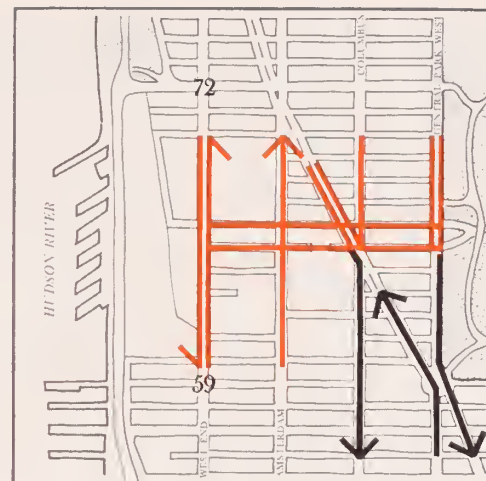
Three "interceptor" garages of modest sizes and built in conjunction with other projects would be the best way to handle commercial parking in Lincoln Square, for which there is a legitimate need.

STREET ALTERATIONS (right)

Three short sections of discontinuous streets should be completely closed to traffic and put to pedestrian use: 64th Street between Amsterdam and West End Avenue; 63rd Street between Broadway and Columbus Avenue; and 73rd Street between Broadway and Amsterdam Avenue. Also, it would be wise to widen a portion of 67th Street in conjunction with the scheduled municipal garage-elderly housing development there.

In the long range, connecting Riverside Drive to a rebuilt and enlarged West Side Highway could provide an alternate route for some through-traffic which now uses Lincoln Square's avenues. 65th and 66th Streets should be extended westward along with development of the railyard air-rights, but they should not be connected to the West Side Highway.

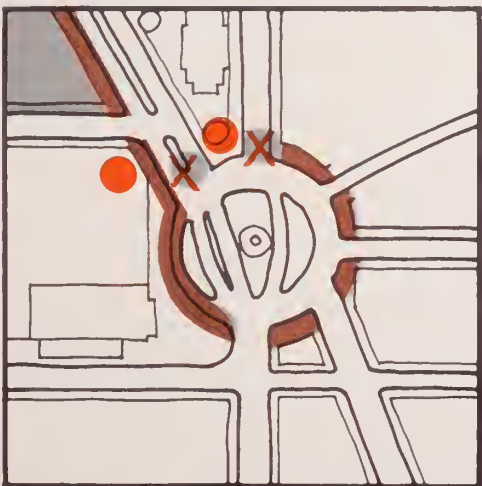
- street closures
- |||| street widenings
- new streets



65



59





SPACES FOR WALKING

THE SITUATION

More and more people will be walking in Lincoln Square.

The present residential population has increased by 10,000 (to about 61,000) in the last ten years; it will grow more.

The total number of students will grow from about 10,000 at present to over 20,000 when Fordham is completed and the two new high schools are occupied.

Office workers will increase by several thousand if the assembled sites along Broadway are developed as office buildings.

Visitors to Lincoln Center are increasing. Julliard's facilities—just completed—will attract from 1000 to 2000 new patrons on many nights, and the school's staff and student-body will be over 1000.

Ultimately, all these people become pedestrians in Lincoln Square. They will walk to and from subways, bus stops, parking garages and home; they will walk to work, to eat, to shop, and to school. All of them will need space for walking. Many will need, and more will want, space for relaxing, sitting, and waiting.

The pedestrian seems to have been forgotten in the development of New York City. Paradoxically, new large scale projects draw crowds of pedestrians into the City's communities, yet typically these projects cause sidewalks to be narrowed and shops and services to be displaced. Then heavy traffic and parked cars preempt more space and the very things the pedestrians need to have increased are eliminated.

In Lincoln Square the growing volumes of pedestrians have another problem. New developments are creating "walls", pedestrian barriers. Like the streams of through-traffic on the avenues, they are tending to separate the community into enclaves. The institutions particularly have faced inward with their backs turned toward the community and their main activity levels elevated above it. As a result, pedestrian flows are blocked, communications are frustrated and the community is being effectively subdivided into permanent fragments.

But there are still opportunities to make spaces for walking. With several new projects, public and private, scheduled in key locations plus a new zoning ordinance aimed at providing pedestrian amenities, it is not too late to build an environment that works for the many thousands of pedestrians.

RECOMMENDATIONS

The basic proposal is to build an interlocking network of walks and spaces that can be built step-by-step, as each new public or private project is constructed. This pedestrian network would be a coordinated system of existing walkways, bridges, plazas and parks tied together and supplemented by new ones that are feasible and that are appropriate elements of the new construction.

The system in its final form may not look exactly like the network laid out in this report, but the following principles should be observed.

In general: The network should connect the major origins and destinations of pedestrian traffic—institutions, schools, subways. The amounts and distribution of the space should be related to and adequate for the actual volume of



Many new developments have erected impersonal walls along the sidewalks in Lincoln Square. With the streams of heavy traffic, these walls are dividing the community into permanent fragments, blocking pedestrian flows and frustrating local communications.



WALLS AND BARRIERS

The community is characterized by many buildings—old and new—which have impersonal and formidable walls along the sidewalks, as illustrated in the two preceding photographs. The above map indicates those walls, most of which are parts of non-residential buildings. With the heavy streams of non-local traffic these rather alien surfaces tend to frustrate human communication and physically divide the community. Institutional projects are planned in five key places (brown). If these and other new developments continue this trend, Lincoln Square could be permanently fragmented into socio-economic enclaves.

The railyard and Westside Highway (grey), which separate the community from the River, may eventually be redeveloped and could encourage pedestrian access to the river front.

pedestrians that can be anticipated. The system should separate pedestrians, not from all traffic, but from the hazardous, frustrating heavy traffic flows. There should be adequate places to wait, protected from the weather, and spaces to pause or relax, some protected and some exposed to the weather. The network should physically connect the fragments and enclaves already cut off, and it should check the trend toward creating others.

When the principal elements are completed, the network will serve as a major organizing reference grid—as the street system has done—for the planning and design of new buildings.

Serving the elderly: Older people need to be where the action is. They are great people watchers and they seek companionship. In Lincoln Square, action and people are on Broadway. The elderly sit in the middle of this highway—in its “malls”—or in the slivers of park space there, surrounded by traffic, braving the fumes and hazards in order to participate. Safe and more comfortable spaces could be provided for older people along Broadway and in other lively areas. The Council believes that the time has come when developers of all new projects should be encouraged to provide public spaces suitable for elderly people with benches and tables and concession stands. The need is as great for these modest facilities as it is for the ornamental landscaping or decorative plazas which typically characterize the public spaces of new buildings. Perhaps both can be provided.

Serving school children: Kids need safe paths to and from school, with as few encounters with heavy traffic as possible. The paths can be along streets—with only slight separations from traffic. But they can also be through the middle of blocks—between or under buildings—or over streets on foot-bridges or under them in passageways. The keys are directness, continuity, separation from cars and trucks, and creating spaces that the kids will actually use. One clear opportunity now is a “school-way”, from PS 191 to PS 199. These elementary schools, which are operationally paired, are located at the edges of neighborhoods with many children, Lincoln Towers and Amsterdam Houses. A direct route can be created by using open land that is presently un-used, and by building foot-bridges over 65th and 66th streets—heavy cross-town carriers. These bridges could be built in conjunction with the two high schools scheduled for construction there.

A step which should be taken soon is to officially map east-west easements—perhaps three—over the Penn Central railyards, to insure public access to the Hudson River in any future air-rights development.

This network is not a radical or unique idea. But the fact that it is physically feasible and timely in a developing community that wants it may be unique. The scheme proposed here is neither costly nor unrealistic. It depends not as much on money as on cooperation and, above all, on coordination of the routine work of public agencies and developers. In the absence of a single agency with prime responsibility to the pedestrian, each “builder” will have to be committed to the concept. That may prove difficult initially. For example, the Board of Education has not responded favorably to the ideas of bridges, the provision of which is not its usual responsibility. But the Council endorses the merit of the idea and will continue to press for it in the community.

RESOURCES

Lincoln Square is fortuitously located between Central Park and the Hudson River, two great amenities. And unlike many parts of Manhattan, Lincoln Square has a great many small open areas within it: Broadway's wide path and little triangular parks, the "left over" spaces around buildings in Lincoln Towers and Amsterdam Houses, Lincoln Center's plazas. Several more open areas will be built as parts of new public and private developments.

These areas could be linked up and extended, project by project, to eventually form a network of walkways and spaces for people.

- existing open areas
- open areas in scheduled development
- possible extensions, new open areas, connecting walkways and footbridges



OUTDOOR SPACES: EXTENSIONS AND CONNECTIONS



CONCLUSIONS: THE NEXT STEPS

CONTINUE THE PARTNERSHIP

During the past two years, the Council and the Department of City Planning have engaged in a constructive and responsible partnership. The Council's identification of community concerns and priorities and the Department's translation of these into feasible actions have been very successful in a community where extraordinary real estate pressures and external forces make success difficult. This partnership should be continued. With sufficient follow-through and periodic re-examination, it could become a model for the rest of the City. The Department should maintain its active technical staff participation and the Council should continue its weekly executive sessions and its periodic community meetings.

STEPS FOR THE LINCOLN SQUARE COMMUNITY COUNCIL

An Executive Director. With the completion of the initial planning and the formulation of precise objectives, the Council is now in a new stage. It must be ready to act on its plans, to follow-through. It will probably need more day-to-day continuity and effort than its volunteer leaders will be able to provide. The Council should therefore consider engaging an executive director and charge him with the responsibility of: 1) carrying forward to completion the several important projects which have already received the necessary approvals from City agencies, 2) developing further the potential projects identified in this and accompanying reports, and 3) pursuing special objectives which are related to the Council's aims locally but which can best be solved in the Mid-West Side area—hotels for permanent elderly housing, for example, and the housing stabilization proposal worked out by the West Side Coalition.

A Periodic Publication. The Council could better inform its membership of its purposes, its needs, issues and achievements if a report were prepared periodically for widespread distribution. This might be a simple newsletter, but it could be effective documentation of the Council's progress. It would, as well, be another way to open up more communication with the community's residents, many of whom will be new to the area and uninformed of its problems, objectives and resources.

Broader Representation. The above steps will help make possible increased membership in the Lincoln Square Community Council. If this increase is to reflect the diversity of the community, special steps are required to enlist representation from the two groups which the Council seeks to help most—lower income families, and lower income elderly persons. But other steps may also be needed. A better title for the “plenary” Council sessions might be “town meetings”. And perhaps these meetings might be held in the parts of the community where representation is small. Other community organizations might be enlisted to host such meetings.

Continuing Consultation. The Council may need minor assistance from time to time, from professional planning consultants. If an executive director is engaged, these services could be especially important in his initial months.

STEPS FOR THE CITY

Carrying out the work in Lincoln Square will be increasingly complex and varied and will involve many City agencies in addition to the Department of City Planning, whose officers and staff have participated so aggressively in the Lincoln Square's efforts. The Housing Authority, the Housing and Development Administration, the Department of Social Services, the Department of Health, the Department of Traffic and the Parks Department are among the key agencies that must contribute to and act on this Program if it is to succeed.

To guide and relate these various actions, the City may wish to consider appointing a Coordinator from the Mayor's office. Such a person, working with authority from the Mayor and in close collaboration with the Council and the Coalition, could best insure that community desires are within the City's capabilities and that agreed-upon objectives are acted on properly and promptly.

There are several foundations active in the City which might consider supporting a continuation of this Program. Appointment by the Mayor of a highly-qualified Coordinator, committment by the businesses, institutions and residents of Lincoln Square to undertake a full-time effort, and a jointly prepared application to such a foundation could secure this support and assure continued success.





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